DOCUMENT RESUME

ED 259 589 FL 015 154

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TITLE Developing Educational Resources in Illinois: The Role of Foreign Languages.
SPONS AGENCY Illinois State Board of Education, Springfield.
PUB DATE Feb 84
NOTE 39p.
PUB TYPE Reports - Descriptive (141) -- Viewpoints (120)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Economic Development; Educational Change; *Educational Needs; *Educational Planning; Elementary Secondary Education; International Studies; *Language Role; *Language Skills; Postsecondary Education; School Districts; *Second Language Programs; *Statewide Planning; Technology Transfer; Transfer of Training
IDENTIFIERS *Illinois

ABSTRACT

National concern for the need for improved education in foreign languages and international studies has met with some response from some states. In Illinois, the response began with a state task force and a five-year educational plan, and current planning is being done in the context of economic development and educational reform needs in the state. The benefits of foreign language proficiency can be seen in improved technology transfer for economic development and information exchange in a variety of areas such as business, agriculture, and engineering, and in research showing increased general academic achievement among students having studied foreign languages. The Illinois State Board of Higher Education has made recommendations concerning college-bound graduates' college-preparatory foreign language study. State agencies should now include foreign languages as a fundamental area of learning with defined outcomes, and suitable proficiency measures are currently available and in use in the foreign language teaching profession. It is very much in the state interest, both educational and economic, to develop foreign language and international studies in the schools. (MSE)

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ED259589

DEVELOPING EDUCATIONAL RESOURCES IN ILLINOIS:

THE ROLE OF FOREIGN LANGUAGES

Report to the

Illinois State Superintendent of Education

February 1984

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FL 015 154

NOTE

The full report to the Illinois State Board of Education submitted by the author is comprised of two self-contained, but interrelated papers.

The title of the first paper (sections I and II of the full report) is "National and State Needs for Foreign Language Learning in Government, Business, Tourism, and Agriculture," the title of the second (section III of the full report) is "Developing Educational Resources in Illinos: The Role of Foreign Languages."

The first part of the report (sections I and II) presents evidence of the need for foreign language learning in defense, diplomacy, and commerce. The second part of the report (section III) does the same in education. It also examines how education has begun to respond to this need nationally and in Illinois and suggests further useful responses in Illinois.

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Executive Summary

A comparison of world educational systems reveals that while in the United States less than three percent of all high school students continue foreign language learning beyond the second year of study, in other developed and developing countries foreign language learning begins in elementary schools and continues through high schools in an uninterrupted sequence for all children.

When surveyed, 75% of respondents in the American public say that foreign languages should be offered, beginning in the elementary schools of the nation. The National Commission on Excellence in Education has made that recommendation, pointing out that acquiring meaningful proficiency takes from four to six years of dedicated study.

The New York Board of Regents is planning action on a proposal that all New York students demonstrate a defined level of foreign language proficiency by the ninth grade, and that foreign language proficiency be included as one of the subjects tested for the Regents high school diploma. The Iowa legislature has authorized a $50 per pupil payment to school districts for newly enrolled students in foreign languages.

In Illinois, the State Board of Education has shown support for foreign languages in the past by convening the Illinois Task Force on Foreign Language and International Studies in 1978 and by formulating the Illinois Plan for Foreign Language and International Studies, 1980-85. Present planning and action by the State Board of Education in this area will be a consequent extension, refinement, and update of these efforts in light of current needs in Illinois. Needs for foreign language learning in Illinos gain focus in the context of present concerns for economic development and for educational reform.

Foreign language proficiency plays an essential role in technology transfer for economic development. When foreign language competence is not available, important work and research from the international database in science and technology are ignored by American scientists. This creates gaps in the quantity, quality, and timely transmission of research knowledge. Technology that has not been developed because of such gaps in our research capabilities cannot be transferred for economic development. Further, communicative competence in other languages and cultures is itself a technique that must be integrated into the information technologies available to an information society for application in such areas as business, agriculture, and engineering.

The applicability of foreign language learning in the context of educational reform is seen most sharply in the beneficial effect of second language learning on verbal and other cognitive skills, as shown in recent research using sophisticated statistical techniques. Research results show, among other findings, that ACT and SAT scores are increased significantly when students study foreign languages. The research designs controlled for the variable that superior students may be more likely to take foreign languages. These research findings challenge three often held assumptions. They show that

(1) improved academic proficiencies are the result of foreign language study and not of the generally higher intelligence or performance of the type of student taking foreign languages;

(2) far from contributing to learning difficulties for lower performance students, foreign language study improves their academic proficiencies considerably more than those of higher performance students;

(3) far from causing learning interference in other academic subjects, foreign language study leads to improved proficiencies in those subjects, most notably in English or verbal arts.

These research findings make a compelling statement for the value of foreign language learning in the context of educational outcomes. They demonstrate the potential contribution of foreign language learning to the quality of the academic preparation of all students. Educators have produced a variety of responses to the need to integrate foreign languages into the curriculum.

There is a growing movement at the postsecondary level to internationalize curricula in such disciplines as business administration, agriculture, and engineering. To accomplish this transition, the University of Illinois, for example, is drawing on its institutional resources, most notably its Language Learning Laboratory. To speed this transition, the University of Pennsylvania, as another example, is drawing on the resources of supportive private business. A multi-million dollar grant from Estee Lauder, Inc. was bestowed on the university for the sole purpose of integrating foreign languages into the business curriculum. This has produced an internationalized and interdisciplinary dual MBA/MA program to which students are admitted only after demonstrating a required level of foreign language proficiency.

In order to prevent the foreclosure of these and other future options in higher education and in the job market for Illinois students, the Illinois Board of Higher Education (IBHE), based on a November 1983 resolution, advises all high school students in Illinois to take at least two years of a foreign language as part of their preparation for college. The IBHE sees specifying subjects to be completed in a college preparatory program as comparable to and compatible with the ISBE's designation of the fundamental areas of learning. Foreign languages should be designated as a fundamental area of learning with definable learner outcomes.

Although local autonomy and institutional integrity are historically respected by both Boards in state-local relations, the Boards may choose to exercise their statutorily authorized leadership function in certain educational matters when so persuaded by a compelling state interest. Including foreign languages as a fundamental area of learning with definable learner outcomes in which the state has a compelling interest is an action justifiable on the basis of both need and expected outcomes.

Foreign Language teachers are one of the first professions to provide proficiency measures to assess expected outcomes. These proficiency measures already serve as nationally recognized indicators of progress and competence in foreign language communication. They respond to the longstanding need for an instrument to assess learner outcomes in foreign languages to assure accountability for the level of excellence attained by students.

On the national and state levels, there is documented evidence of the need for foreign language proficiency and cultural sensitivity in defense, diplomacy, commerce, and education. On the local level, there is documented evidence that school districts in Illinois are failing to respond to the needs of their constituents given that parents are forced to establish foreign language programs at their own cost as an academic program subsisting outside the regular school curriculum in school district after school district. There is a compelling state interest to act to remedy a situation at the local level which forecloses future options of Illinois students in higher education and in the world of work.

III. Education

A. National Level: The United States

1. Situation

It is said that "the United States continues to be the only nation where you can graduate from college without having had one year of a foreign language during any of the twelve years of schooling" (19/2).

Congress has been informed that at present less than 3% of all high school students continue foreign language learning beyond the second year of study (6/127)--the take-off point for the development of minimal proficiency.

In comparison, in other developed and developing countries, foreign language learning is invariably found at the core of educational curricula and begun early in the child's schooling (19/78-90). For instance, in

*Denmark: foreign language learning begins in the fifth grade and is pursued for six years in one language, a second language is optional;

*France: foreign language learning begins in the sixth grade in one language, a second begins in the ninth grade;

*Germany two foreign languages are learned beginning in the fifth and sixth grades respectively;

*Mexico: foreign language learning begins in elementary schools and continues for all students in secondary schools;

*Japan: an estimated 80% of Japanese students take foreign languages beginning in sixth grade;

*U.S.S.R.: in a ten-year school system, almost all students study at least one foreign language in high school; one foreign language is obligatory in university, a second or third in graduate school.

These and many other countries have long ago ceased to debate the pros and cons of foreign language learning. They have already for some time now acted to respond to perceived needs and values in an effective way. In their approaches to building a sound and strong education for their children, three elements stand out:

1. Foreign language proficiency is considered desirable for all students in order to meet the respective nation's needs in diplomacy, defense, international business, and tourism.

2. Foreign language learning begins in elementary schools because gaining an operational level of language proficiency requires years of dedicated study, and that study is best begun at an early level in the child's cognitive development.

3. Foreign language learning leads to higher levels of proficiency in communication and other academic skills, and it contributes to general culture; it is a matter of basic study for every child.

2. Needs

In the United States, we have begun to perceive the importance of these factors to the promise of educational reform, but we must also act on that promise.

Perceptions: Value of Foreign Language Learning. Americans perceive the value of foreign language learning, whether they are one of the general public or a member of a national commission on education. Americans express that conviction in many ways, and we must listen.

Americans say so in surveys. Seventy-five percent of respondents to a national survey conducted recently by the University of Michigan's Institute for Survey Research said that foreign languages should be offered in the elementary schools of the nation, and 93% said it should be offered in all high schools (6/127).

Americans say so in commission reports. The National Commission on Excellence in Education has made this recommendation regarding foreign language studies:

> Achieving proficiency in a foreign language requires from four to six years of study and should therefore be started in the elementary grades. We believe it is desirable that students achieve such proficiency because study of a foreign language introduces students to non-English speaking cultures, heightens awareness and

> comprehension of one's native tongue, and serves the nation's needs in commerce, diplomacy, defense, and education (17/26).

Several of the other recent national reports on education (e.g., Twentieth Century Fund Task Force, College Board) make similar recommendations for foreign language learning (14).

3. Responses

Administrative and Legislative Action. Americans are beginning to act, in the context of educational reform, on their perceptions of the value and desirability of foreign language learning for all students, beginning in elementary schools.

At present, the New York Board of Regents is considering a proposal that all students demonstrate a defined level of foreign language proficiency by the ninth grade, and that foreign language proficiency be included as one of the subjects tested for the Regents high school diploma. The proposal is strengthened by a comprehensive plan for phase-in, staff development, proficiency assessment, and maintenance of that proficiency throughout the student's high school years.

The Iowa legislature has passed an incentive program for increasing student enrollment in foreign language courses. In this program, which began with the 1983-84 academic year, the school district receives $50 in additional funds per student enrolled in a first-year foreign language course.

These states, and Illinois, have shown that appropriate action in response to a widely perceived need for educational reform need not await federal action. Even as support in Congress grows for such measures as the Foreign Language Assistance for National Security Act of 1983, timely action can and should be taken at the state level of government and educational administration.

B. State Level: Illinois

1. Situation

Educational leaders in Illinois take seriously the responsibility and leadership role of state government in education, as embodied in Article X of the Illinois Constitution. They are ever conscious that "a fundamental goal of the People of the State is the educational development of all persons to the limits of their capacities" (Article X, Section 1).

It is the statutory function of the Illinois State Board of Education (ISBE) to establish educational goals and policies giving direction to local school districts and to assess the needs and requirements of education in the State of Illinois (Ill. Rev. Stat. 1983, ch. 122, par. 1A-4C).

In accordance with those duties, in 1978 the State Superintendent of Education appointed a task force of educators and persons from the community to assess the status of foreign language and international studies in Illinois schools and to make recommendations for strengthening these programs.

The Illinois Task Force was the first of its kind in the nation, and its report, issued in 1979, was a precursor and resource document to the report of the President's Commission. This Task Force report contains much valuable information that can and should be extended in response to present educational needs in Illinois.

These needs were gaining focus when the Task Force reported a declining level of foreign language learning in Illinois, parallel to the national decline. This situation was brought to the attention of the Joint Education Committee (comprised of members of the ISBE and the IBHE), which expressed concern about decreasing foreign language programs and enrollments at both levels of education. A staff report on "Foreign Languages in Illinois

Higher Education," submitted to the Joint Education Committee on November 10, 1980, documented the situation as "an 8.7% decline in credit hours generated at the public senior institutions between 1976 and 1979, and a 7.4% decline in credit hours generated at the community college level" (13/2). The Joint Education Committee resolved to continue monitoring the situation and declared that "responses should be developed to meet the needs" (12/5).

2. Needs

The need to reverse the decline in foreign language and culture capabilities in Illinois reflects larger national and state concerns for economic development, as well as the general context of educational reform.

The Role of Education in Economic Development. One of the most lucid and persuasive statements describing the need for foreign language learning in the context of economic development in Illinois is that of John Cribbet, Chancellor of the University of Illinois. The Chancellor was in Springfield on April 19, 1983, to address a joint session of the House Elementary and Secondary and Higher Education Committees on the subject of "Meeting Global Needs: The Role of Education in Expanding Foreign Trade and Other Challenges of the Future."

Acknowledging that a cooperative effort of government, business, and education is required to respond effectively to the demands of today's international environment, Chancellor Cribbet declared the readiness and willingness of an educational institution like the University of Illinois to contribute its resources to the enterprise.

One fundamental resource, "of inestimable value to the State," the Chancellor pointed out, "is the strength of the University of Illinos in foreign languages and in international programs and expertise." (If one

were inclined to look into this claim, one could consult the University's 297-page "Directory of Staff with International Qualifications," 1983 edition, listing not only the research, teaching, and consulting experience of 700 university faculty members, but also the university administrative units maintaining international programs, as well as the interinstitutional agreements the University maintains currently with institutions in 33 countries around the world.)

If this resource is to contribute to developing export markets, the Chancellor said, "we must continue to recognize the importance of foreign languages and study of cultures and political and economic systems other than our own. Without such understanding--given high priority in numerous other countries--we will continue to be at a disadvantage when interacting with other nations."

The Chancellor then outlined one response by the University to the need to understand (an understanding extending beyond the limits of our national border) by describing the integration of foreign language and international studies programs into curricula in business administration, in agriculture, in engineering, and in law. These innovative educational approaches came about, in each instance, in response to demand from people in the respective disciplines and professions. And these innovative approaches implicitly convey the recognition that proficiency in other languages and cultures is not only an essential <u>means</u> for technology transfer (i.e., the exchange of information and knowledge) but perhaps more importantly, that foreign language proficiency as a communication skill is <u>itself</u> a <u>technology.</u>

<u>Technology Transfer</u>. In proposing a new Technology Innovation and Transfer Program in order to encourage a more intensive linkage "between our universities and industry research and development programs" in his State of

the State Message on February 8, 1984, Governor Thompson saw Illinois universities as "storehouses of information waiting to be unlocked..."

Now, the Governor was thinking primarily about technology in terms of the applications of knowledge gained from research in the "hard" sciences. That notion was also central to the thinking of the Committee on Higher Education and Economic Development, when it said in its report on "Improving the Effectiveness of Higher Education in Economic Development" (February 1983) that "improved communication and cooperation among campus-based researchers and those involved in economic enterprises are two major ways to stimulate technology transfer" (7/10).

Nevertheless, neither technology nor the notion of technology transfer are confined to this narrow perspective. In the transition from an industrial to an information society, the concept of technology is expanded from its focus on means of production to include other techniques or methods used to attain a particular end. Hence, techniques used in the successful management of information are one form of information technology. And as John Naisbitt shows with convincing statistics in Megatrends, "the information economy is real" (16/20)--that is, our economy, in quantitative terms, is based more on the production and management of information than on the production and management of goods.

We have, however, barely begun to address ourselves to this reality. While we have produced astonishing results in a short time in some areas of research dealing with the production and management of information (most notably in artificial intelligence), we have neglected to integrate important techniques into the production and management of information. Communication skills in other languages and cultures are an example of a neglected technique unintegrated into information technology.

The failure to incorporate this technique short-circuits technology transfer in two ways, with far-reaching consequences. The "state of the art" of that technology itself, because of serious gaps in research, is comprised. And the management and utilization of information, as knowledge applied in various markets, is restricted by limited communication techniques.

Gaps in Research. Grave gaps in research compromising the technology to be transferred occur because an essential means for that transfer is not available. A study published in the Journal of the American Society for Information Science in 1978 found that when an American scientist or scholar is faced with work in a foreign language he or she cannot read, he or she generally ignores the work (19/76). But science, and the information available from scientific inquiry and research, does not stop at national boundaries for those using a knowledge of other languages as a means for effective technology transfer.

For example, the Japanese have acquired the linguistic competence needed to read, understand, and use the information in scientific and technical journals of Western countries. Consequently, says the Executive Director of the Economic Policy Council Richard Seifman, "by having done their homework they are in a far better position than we are to leapfrog on new technologies" (1/8). And these technologies refer not only to the means of production ("hardware"), but also to information technology ("software"). Americans have had to admit, for example, that the concept of "quality circles" as a management technique now beginning to percolate through American management was not "invented" by the Japanese, but originated in the United States (from where it was tranferred by linguistically proficient Japanese to meet their need to increase productivity and quality control).

While the Japanese and others are doing their homework with good results in competitive world markets, Americans are doing less and less of theirs. While articles on important research in such fields as medicine, engineering, agriculture, cybernetics, semiotics, and planning (e.g., urban or education planning) are proliferating in the scientific and technical journals of many nations, fewer and fewer Americans are able to read them. In a Congressional hearing in 1981, Yale University Professor Donald Kagan described a situation not restricted to his field of study nor to his university:

> I took it for granted when I began teaching that I could ask my advanced students to read works in French or German or Spanish with confidence that each one of them could read in at least one of those languages in the important body of secondary literature which is the key to understanding my subject. That would be folly today if I attempted to do that at Yale University (author's emphasis) (6/194).

There is, then, a fundamental need to improve the means of technology transfer by improving the communicative competence of those managing the information potentially available from the enormous international database of scientific and technical journals from around the world. Scientists, researchers, and those wishing to apply scientific findings for economic development must be able to communicate in other languages to eliminate current gaps in the quantity, quality, and timely transmission of research knowledge. Technology that has not been developed because of gaps in research capabilities cannot be transferred for economic development.

Gaps in Technology. Economic development also depends on the effective management of information and processes of production and marketing in such fields as business, agriculture, engineering. Those who wish to enter management in business and industry, for example, know that courses in economic analysis, statistics, marketing, accounting, production management, planning, and organizational behavior will teach them the information technology essential to their effective job performance. But in many cases,

an equally essential technology is missing: the technique of communication in the client's language and culture. Yet this is an effective marketing technique with proven concrete results in volume of business. Or, in a multinational corporation, it is an effective technique in the context of organizational behavior or production management if one has the responsibility of directing the corporation's local operations in another country. In short, it is a technique like other techniques in marketing or business operations essential to effective results in those operations.

Communicative competence in other languages and cultures is an information technology that can be made available by educational institutions in the state of Illinois, like those elementary and high schools and like the University of Illinois with strength in foreign languages and in international programs. It is a technology that can be transferred.

But it is not being transferred in Illinois. Few of the public and private postsecondary educational institutions in Illinois have programs requiring even a modest level of foreign language proficiency of their graduates (11). No foreign language proficiency is required for admission to these programs, with the exception of some at the University of Illinois.

An awareness of the need for such technology transfer, in the contexts of economic development and educational reform, is growing in Illinois today as university entrance requirements are being reexamined and as more programs like the double major in agricultural economics and foreign languages at the University of Illinois are made available to students.

Educational Reform. Public discussions and concern about the outcomes of the educational process have been gaining momentum over the last few years. These concerns have been sparked by such visible symptoms of educational deficiencies as declining test scores, diminished proficiencies, functional illiteracy, and the need for remediation.

Average SAT and ACT scores have dropped steadily over the years, losing 90 points from 1963 to 1981, according to a recent College Board report (20). The 1980 National Assessment of Educational Progress (NAEP), titled "Reading, Writing, and Thinking," reported that the proficiency level of high school students in reading, in inferential comprehension, and in writing had declined in the 1970's (3).

When a California student with a fifth-grade reading level was graduated and received a high school diploma, he sought a remedy in court in 1976 for the educational malpractice of the local school district. A similar case was brought to court in New York in 1978. High school diplomas had been awarded in both cases, notwithstanding the functional illiteracy of the students. The students, subsequently unable to secure employment and function in society, sought redress in court that included an obligation by the local school districts involved to provide remediation.

Need for Remediation. When students graduate from high school with academic deficiencies, the costs of providing remediation are borne by employers or by postsecondary education.

As these students enter the work environment, employers find themselves investing heavily in remedial learning programs, training seminars, and professional development activities in order to raise the level of skills of their employees to meet the demands of their work environment. In the case of foreign language learning, such remedial efforts take the form of expensive commercial language courses with severely limited effectiveness, or courses at the Foreign Service Institute exacting $12,000 in instructional costs plus an equal amount or more for the employee's salary for the 44-week training period (6/27).

There is a similar need for remediation when these students enter higher education. A 1981 report on remediation by the Illinois Board of Higher Education (IBHE) defines remediation as the "attempt to bring unprepared students to a level of basic skills necessary to pursue college level work" (9/2). The report estimates that instructional costs alone for remediation programs in public universities and colleges in Illinois were $9.5 million in FY 81. A subsequent IBHE report on remediation, published in July 1983, found that the demand for remediation courses in Illinois colleges and universities has continued to increase. Between FY 78 and FY 82, remediation credit hours increased 26% in public universities, and 35% in public community colleges (10/70).

These remediation programs in higher education have been defined by the IBHE as no more than "a reiteration of basic skills previously presented to students" (9/3). In other words, they are programs designed to remedy deficiencies in basic learning in high school.

The increased need for remediation, the 1983 IBHE report concludes, is "part of the larger issue of the quality of high school preparation and the admission and academic performance requirements of public universities" (10/69).

Action taken by the IBHE to reevaluate and reform admission requirements of public universities in Illinois is discussed in the following section of this report.

Quality of Academic Preparation. The issue of the quality of high school preparation concerns both the IBHE and the ISBE. At the IBHE, there is a perception that the extent of need for remedial education programs at the postsecondary level signals the insufficiency of academic outcomes of education at the elementary and secondary levels. Inadequate outcomes are found, for example, in the area of communication skills or verbal arts. In

particular, there has been a concern about deficiencies in writing skills, a topic addressed by the Joint Education Committee over the last three years. In 1981, the Committee recommended to both the IBHE and the ISBE to approve policies designed to improve writing skills at all levels of education. It was also recommended, as an aspect of such policies, that the development of writing and other communication skills was not merely the responsibility of teachers of English, but rather should be addressed as well in related subjects as a matter of the regular coursework for that subject.

It is in the context of improving communication and other basic academic skills, among other reasons, that we must reexamine the value of foreign language learning.

The Effect of Foreign Language Learning on Verbal and Other Skills. It is a long-standing precept in the field of linguistics that there are not only meaningful parallels, but also significant reciprocal effects in first- and second-language acquisition.

This is confirmed by research findings from the last ten years. These show that learning a second language enhances basic learning skills significantly (in the sense of a statistically significant difference in test score results between control and experimental group). Some of the learning skills involved are:

verbal skills: reading comprehension, vocabulary, memory, auditory discrimination, oral communication, and writing skills;

other cognitive skills: ability to abstract, infer and extrapolate; problem-solving skills (as applied, for example, in mathematics);

affective and attitudinal skills: cultural enrichment, flexibility, tolerance of ambiguity, contending with and managing the unfamiliar.

Of the many research findings on the positive effects of foreign language learning (see Appendix, p. 1), two of the most recent studies deserve closer attention.

In a Congressional hearing three years ago, members of the House Subcommittee on Postsecondary Education learned of a 1979 study by Eugene Timpe at Southern Illinos University that found a positive correlation between foreign language study and college entrance exam (ACT) scores (21). The study controlled for the variable that superior students may be more likely to take foreign languages. It showed, in fact, that lower-performance students gained more than twice as much (4.6 points in English, 3.5 in the composite score) from foreign language study as the higher performance students (2.2 points in English, 1.2 in the composite score). This finding (see tables in Appendix, p. 2) challenges three often held assumptions. It shows that

1. improved academic proficiencies are the result of foreign language study, and not of the generally higher intelligence or performance of the type of student taking foreign languages;

2. far from contributing to learning difficulties for lower performance students, foreign language study improved their academic proficiencies the most;

3. far from causing learning interference in other academic subjects (math, social and natural science, and English), foreign language study led to improved proficiencies in all of these subjects, especially in English or verbal arts.

In 1981, a research project on "The Effect of Foreign Language Study in High School on Verbal Ability as Measured by the Scholastic Aptitude Test-Verbal" by Peter Eddy (4) confirmed key conclusions of the Timpe study. Funded by the U.S. Department of Education, the Eddy study used considerably more sophisticated statistical techniques, such as multiple regression analysis, to ensure the validity and reliability of findings. Eddy reports the finding that, when verbal ability is controlled, students

who study foreign languages do better on various SAT sub-tests and on the SAT-Verbal as a whole than students who have had no foreign language study. The complete project report (127 pp.) is available on ERIC (ED 196 312).

These and similiar research findings make a compelling statement for the value of foreign language learning in the context of educational outcomes. They show the possibility of greater academic proficiencies and increased test scores, which in turn would lower presently still increasing demands for remediation. They show the applicability of foreign language learning to such present concerns as inproving reading comprehension and writing skills. In short, they show the potential contribution of foreign language learning to the quality of the academic preparation of all students. In the context of educational reform, we must act to apply that potential by making foreign language instruction available to all students.

3. Responses

In Illinois, we have begun to respond to the need for foreign language learning and competence to improve technology transfer and to reform education by reevaluating university admission requirements and reexamining the quality of academic preparation in light of present and proposed learner outcomes. But we must complete the task with resolve.

Improving Technology Transfer. The following may serve as examples of responses in education to the urgent need to integrate competence in other languages and cultures as an information technology as well as a means to transfer other technologies.

As Chancellor Cribbett told Illinois legislators last year, the University of Illinois offers as a fundamental resource to the state its strong programs and expertise in foreign languages and international studies. Among these resources is the University's Language Learning

Laboratory (LLL). The information technologies produced by the LLL can be transferred effectively to assist in economic development if necessary financial support is made available to maintain and cultivate this resource.

The LLL offers a wide range of services in support of the extensive program of language instruction at the University and the needs of the state of Illinois. These services include audio and video equipment, computer-assisted instruction (CAI) on PLATO and on microcomputers, materials development, and research and publications on language learning (see Appendix, pp. 3-5, for language classes, audio, and CAI materials). The LLL contributes resources to and collaborates in the planning and implementation of such innovative programs and courses as the double major in Agricultural Economics and Foreign Languages, the course in Spanish for Agriculture, and the Economics of France economics course taught in French.

Under a grant from the U.S. Department of Education, the LLL has just developed instructional materials for Spanish in Agriculture, consisting of computerized materials for PLATO and for microcomputers, audio and video cassettes, and an operational syllabus for individual and group learning (see description in Appendix, pp. 6-7). These instructional materials contain intensive learning modules for specific situations in three instructional modes--CAI, audio, and video, which makes the materials more accessible and flexible by providing the opportunity for self-paced learning.

This LLL product is an impressive example of technology transfer to an area where it is urgently needed. Students and researchers in agriculture now have the opportunity to acquire communicative competence in a second language. They will then have the means to receive and transmit in a timely and effective way essential information on agricultural research and marketing.

Regarding research, Chancellor Cribbet told Illinois legislators last year that "several research and educational institutions abroad are developing excellent information and technology which may be relevant to agricultural industry in the U.S." University of Illinois faculty are able to monitor these developments more effectively to the extent that foreign language learning is available to them and to students in agriculture through such means as the Spanish in Agriculture learning modules.

Regarding marketing, such foreign language learning opportunites serve to maintain and expand marketing efforts like those of INTSOY, the International Soybean Program in the College of Agriculture, University of Illinois. INTSOY's efforts to market soybeans and soybean products, Illinois' number one agricultural export commodity, have been successful in countries around the world by showing the adaptability of these agricultural products to local needs. They have been successful due to INTSOY's practice of conducting training courses in the language of the participants and focusing instruction on the specific conditions (e.g., climatic, cultural) of the country. Additional foreign language learning modules in agriculture would augment the means available to INTSOY to continue its international activities successfully.

Improving Technology. Communicative competence in other languages and cultures, as a communication technique, is itself an important but often overlooked information technology. It is today being overlooked less and less, however, especially in the area of business. It is being acknowledged as a marketing technique as essential to marketing success as demographic and market analysis or research on pricing or transportation. The technique of communication in the client's language, with sensitivity to the cultural context, must be integrated with other marketing techniques in a

comprehensive marketing strategy designed to produce results in the world marketplace.

That rationale underlies currently proliferating approaches of enlightened schools of business across the nation.

Internationalizing the Curriculum. At the University of Illinois, undergraduate options are now available in the College of Commerce and Business Administration that combine foreign language and cultural understanding with expertise in business administration, marketing, accounting, and economics. At the graduate level, an MBA with Certificate in International Business is available. Currently documented increases in world trade and investment, and the resulting interdependence of the community of nations, says the Dean of the College, Vernon K. Zimmerman, requires managers with international sensitivity (18/23).

More than desirable, says Dean Zimmerman, it is essential that today's education produce more future managers with that sensitivity. It is a need felt keenly by leaders in the business community in Illinois and in the nation.

In a personal commentary published in the Economic Report of the Illinois Department of Commerce and Community Affairs (DCCA) just this January, Thomas Hague, Assistant Chairman of the Borg-Warner Corporation, calls for an "American Foreign Trade Academy" to be housed in Illinois to meet the imperative for college curricula preparing students adequately for international work (5/1).

The same sentiment underlies the multi-million dollar grant just bestowed on the University of Pennsylvania by the Lauder family for the express purpose of integrating foreign languages into the business curriculum. In explaining the motivation for this sizable grant, Leonard Lauder, the President and CEO of Estee Lauder, Inc., referred to his father's

observation that "Americans conducting business overseas were always at a disadvantage because they did not understand the language, the culture, or the customs of other people." He added that "unless we learn to compete on a global scale, America's position as a major industrial nation will decline" (15).

Setting up an innovative integration of the MBA and MA curricula at the university to create an internationalized and interdisciplinary dual MBA/MA program, said the Director of the newly formed Lauder Institute of Management and International Studies, Professor Jerry Wind, was in recognition of and response to "the 'megatrend' shift from a national economy to globally interdependent economies" and current evidence that "the parochialism we inherit works to undermine even our most advanced technological skills" (15). Recognizing the value of foreign language competence as an essential component of such advanced technological skills, the Institute requires of its students proficiency in at least one foreign language, knowledge and understanding of specific countries, and an appreciation of the cultural aspects of life in a global environment. In short, the Institute strives "to develop corporate leaders who are sensitive to cultural differences and capable of operating effectively in foreign environments." To accomplish this, course work for the dual degree includes intensive language classes, cultural events, and an internship abroad (see Appendix, p. 8). The objective of the language classes is to provide country-specific and job-specific terminology and practice in public speaking. A high level of language proficiency is required for admission to the program.

Reevaluating Academic Requirements. Admission to programs like that at the Lauder Institute and like those of the University of Illinois requires foreign language proficiency. As more jobs in the American labor market

require such proficiency and as curricula at institutions of higher education, in more and more disciplines, are internationalized to meet the demand, students who have not had an opportunity in their schooling to learn other languages will find future choices more and more constrained.

That point of view is taken by the Illinois Board of Higher Education (IBHE). In the context of educational reform (largely in response to concern about improving the effectiveness of higher education's role in economic development), the IBHE directed public universities in November 1983 to revise their admission standards for programs leading to the baccalaureate degree.

At the same time the Board prepared a statement, addressed to all high school students in Illinois, on "Preparing for College" (see Appendix, p. 9). While alerting them to changing college admission requirements, students are advised in the statement to take those subjects in high school that will give them as many future choices as possible. Students are advised to complete four years each of mathematics, science, social studies, and English, and at least two years of a foreign language.

These recommendations made to Illinois students on how best to prepare themselves for the demands of higher education and the job market are based on a resolution adopted by the IBHE on November 1, 1983:

> The Board of Higher Education encourages high school students who plan to obtain a baccalaureate degree to choose subjects in high school which will preserve as many options as possible for further education and future careers. To accomplish this, the Board recommends that high school students who wish to prepare for a baccalaureate degree should complete four years of study in each of the following: English (emphasizing written and oral communications and literature), social studies (emphasizing history and government), mathematics (introductory through advanced algebra, geometry, trigonometry, and fundamentals of computer programming), and the sciences (including biology, chemistry, and physics). In addition, study of a foreign language for at least two years is encouraged.

The IBHE staff report on "Public University Admission and General Education Requirements" (September 1983) points out the relationship between the ISBE designation of fundamental areas of learning and the IBHE designation of subjects recommended for adequate college preparation:

> Specifying subjects to be completed in a college preparatory program in high school should be viewed as comparable to and compatible with the State Board of Education's recent designation of the fundamental areas of learning which should be covered by Illinois schools. Specifying subjects to be included in a college preparatory program will have the benefit of designating general areas of learning necessary for students who wish to pursue a baccalaureate degree and areas of learning for which learning outcome statements should be developed by the State Board of Education (8/93).

Foreign language was specified as a subject, and foreign language learning was recommended by the IBHE to ensure that student access and choice in higher education and the world of work are not lost by default. Learning outcome statements for foreign languages should be developed by the ISBE.

The Illinois Plan. Developing learning outcome statements for foreign languages will be a consequent extension of the Illinois Task Force for Foreign Languages and International Studies and of the Illinois Plan for Foreign Language and International Studies, 1980-1985. The following statement from the Plan will serve as a beginning point for additional development and refinement:

> The Illinois Plan for Foreign Language and International Studies is based on the conviction that schools should begin in the earliest grades to build students' second language skills and to develop their understandings of global and intercultural concerns. All students need to be involved in such a program, even those who have traditionally been excluded from the study of foreign language and cultures. The program should continue in a well articulated sequence through high school and beyond. The global ramifications of all subject matters should be explored and the traditional areas of foreign language, bilingual education, cross-cultural studies, and global education should be completely interwoven.

C. Local Level: School Districts in Illinois

1. Situation

Educational Reform and Excellence. At a meeting of the American Association for Public Administration in Springfield in January 1984, Richard Wagner, Executive Director of the IBHE, and State Superintendent Donald Gill spoke on the topic of "Efforts to Achieve Excellence in Illinois Education." Excellence, Richard Wagner said, is the need to set high expectations. We need to ask the best efforts of our students. However, the movement toward excellence in education, the Executive Director said, is constrained by the decentralized structure of education in Illinois.

State and Local Relations. Although both the IBHE and the ISBE have the power and duty, based on statutory authority, to exercise leadership in educational policy and in curriculum, both Boards have historically respected the integrity of post-secondary institutions and the relative autonomy of local school districts and allowed them to set standards for curriculum, for promotion, admission, and graduation. However, when a compelling state interest persuades either Board to set controlling guidelines in educational matters, the Boards are choosing to exercise a leadership function to which they are empowered by the law of the state of Illinois.

The IBHE has chosen to exercise leadership in the context of educational reform by directing public universities to revise their admission standards and by recommending to high school students a plan of study that will prepare them adequately for higher education and the world of work. The ISBE has chosen to exercise leadership also in the context of educational reform by developing learner outcomes in the fundamental areas of learning.

However, while the IBHE already advises students to learn foreign languages, the ISBE has still before it the task of considering the persuasive body of arguments that support the inclusion of foreign language and international studies as a fundamental area of learning.

Compelling State Interest. There is a compelling state interest in foreign language learning, as there is in the areas of learning so far identified by the ISBE as fundamental.

"Compelling state interest" is a legal term denoting the interest of the state in action taken to ensure the welfare of the public in response to an overriding need. The concept refers to the delicate balance between the needs and interests of the state, on the one hand, and the needs and interests of individuals or individual institutions, on the other hand. Hence, the "right" or prerogative of individual school districts in Illinois relating to certain matters in education is counter-balanced by the needs of the state, and its interest in fulfilling its constitutional duty to ensure "the educational development of all persons to the limits of their capacities" (Illinois Constitution, Article X, Section 1).

In defining the state's compelling interest, Don Sevener has suggested in an article on "Education Mandates: Quality is the Question" in Illinois Issues (September 1983), that there may be two basic criteria: not only need, but also expected outcome.

The case for including foreign language as a fundamental area of learning with definable learner outcomes in which the state has a compelling interest can be made strongly and unequivocally in relation to the criterion of need as well as the criterion of expected outcomes (i.e., level of excellence).

2. Needs

The question of need for foreign language learning is answered simultaneously on two levels: state-federal and local.

On the national and state levels, there is documented evidence of the need for foreign language proficiency and cultural sensitivity in defense, diplomacy, commerce, and education. But to date there has been no concrete action at the national level to respond effectively and decisively to the ever more urgent need for foreign language learning. Action can and must be taken at the state level in the context of educational reform and economic development.

No concerted action has been taken at the local level to implement the recommendations of the Illinois Plan "that schools should begin in the earliest grades to build students' second language skills and to develop their understandings of global and intercultural concerns."

As members of the Illinois Commission on the Improvement of Elementary and Secondary Education heard from a concerned parent who came to offer testimony at the Chicago hearing on January 26, 1984:

> Foreign language instruction is not being offered in our public elementary schools. It is felt by many that this is indeed a serious gap in our educational system. Parents wishing such instruction for their children have resorted to establishing extra-curricular language instruction programs in many communities such as Evanston, Wilmette, Kenilworth, and Oak Park (2).

Parents pay large sums to provide this educational opportunity to their children in these and other communities. Often teachers conduct the classes voluntarily, without pay. Sometimes, when school facilities are used to conduct language classes at the end of the school day, parents are also obliged to pay the school district a rental fee, as is the case in Jacksonville District 117. When parents offer to pay the district the

entire cost of the foreign language program, school officials still have been known to reject the petition, as is the case in Mt. Pulaski District 23.

In case after case in Illinois, local school districts have defaulted on their obligation to respond to local need and requests from parents for foreign language programs as well as to state and national needs. When a local unit of government or administration fails to respond to the needs of its constituents, it becomes the obligation of the next higher level of government and administration to respond to those needs.

Although the ISBE has traditionally respected the relative autonomy of the local school districts in many educational matters, there is a compelling state interest to act to remedy a situation at the local level which effectively forecloses future options of Illinois students in higher education and in the world of work. Foreign languages must be recognized as a fundamental area of learning.

3. Responses

In addition to need, one may see as a second criterion for a compelling state interest the expected outcomes. Expected outcomes in relation to level of excellence or quality can be seen, in the case of foreign langage learning, relative to foreign language proficiency and relative to general verbal skills.

Verbal and other academic skills improve noticeably, as measured by ACT and SAT scores, as an effect of foreign language study. Indisputable findings of recent research, using sophisticated statistical techniques, confirm this.

In the context of educational reform to remedy deficiencies in verbal skills, this opportunity to improve educational outcomes must be made available to all students. As the recent experience with the minimal

competency testing (MCT) movement has shown, all too often minimums become maximums. If educational reform strives for excellence rather than the attainment of minimums, we must help students move beyond those minimums and toward excellence. We must offer them the opportunity to improve their verbal and other academic skills through second language learning from an early age on.

The effect of foreign language learning on verbal skills has been and can continue to be measured by standardized tests. Similarly, the outcome level of foreign language learning itself--that is, the level of foreign language proficiency--can now also be assessed uniformly.

The American Council on the Teaching of Foreign Languages (ACTFL) and, since 1982, the Illinois Foreign Language Teachers Association (IFLTA), among others, have undertaken federally funded projects to disseminate the National Foreign Language Proficiency Measurement System. This Proficiency Measurement System was developed, refined, and used to assess a student's level of foreign language proficiency by such agencies as the State Department and the Defense Language Institute. It relies on a five-point scale, on which a five reflects native-level proficiency and a one indicates elementary proficiency. The scale has been refined, in collaborative efforts between ACTFL and Educational Testing Service (ETS), to increase levels of discrimination at the lower end of the scale in order to allow the assessment of progress in foreign language learning in beginning courses.

These proficiency measures serve as nationally recognized indicators of progress and competence in foreign language communication, both written and oral; and, because they relate teaching and curriculum to measurable outcomes, they provide clear directions for improving foreign language curricula, instructional methods, and continuity in the learning sequence.

With these developments, an assessment of learner outcomes is available to assure accountability for the level of excellence attained in foreign language learning specifically, and in verbal skills generally in Illinois schools.

But while there are clearly documented needs for foreign language learning, there has been no effective action at the national or at the local level. We must address these needs with resolve at the state level. The ISBE can exercise leadership in this area of education, as it has in the past, and resolve to include foreign language and international studies as a fundamental area of learning with definable outcomes, as a consequent extension and implementation of the Illinois Plan for Foreign Language and International Studies.

Recommendations

> In the enactment of its Statement of Goals, the State Board analyzes present and future educational needs, and recommends to the Illinois General Assembly the passage of authorizing legislation and appropriation bills that will best meet those needs. In the establishment of educational policies, the State Board provides a framework of rules and regulations for establishing basic recognition standards and guiding local boards of education in meeting the constitutional requirement that the state oversee an efficient system of high quality public educational institutions and services.
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> Illinois State Board of Education, The Illinois Program for Evaluation, Supervision, and Recognition of Schools (1977).

In light of these and other legal and fiscal guidelines, the following recommendations regarding Foreign Language and International Studies are made. These recommendations are based on the assessment of needs and conclusions of this report, and they appeal to the statutory authority of the Illinois State Board of Education (ISBE) to set curriculum standards (Ill. Rev. Stat. 1983, ch. 122, par. 2-3.25).

Policy Statements

(1) The ISBE should designate foreign languages as a fundamental area of learning with definable learner outcomes.

(2) The ISBE should add to its Goals Statement (ISBE document 10M 2823B-67);

(a) in the statement of State Board of Education Priorities, on page 2:

Absolutely imperative to all educational programs are strong emphases on improving reading and literacy, on the acquisition of second language proficiency, and on awareness of global interdependence and cultural differences, helping those with different languages to communicate in English in the United States, and providing educational opportunities for all ages. These are among the essential opportunities for all ages. These are among the essential skills in life. (Text to be added is underlined.)

(b) in the cluster of Learner Goals, between the paragraphs on "Reading and Literacy" and "Mathematics and Science," on page 5, the following paragraph:

Foreign Languages and International Studies

Foreign languages should be viewed as an integral part of the curriculum. Every school system should ensure that all students have access to foreign language learning and that they are prepared to leave elementary and secondary schools with the ability to speak, read, and write effectively in a second language, in addition to English, and with a sensitivity to cultural differences and an awareness of global interdependence sufficient for a productive existence in internationalized environments.

(3) The ISBE should add to The Illinois Program for Evaluation, Supervision, and Recognition of Schools (Document Number 1), in Chapter IV: The Instructional Program, Section 4-3: Additional Criteria for Elementary Schools, in paragraph 4-3.1:

A district shall provide the following coordinated and supervised courses of study. The time allotment, unless specified by the Code or regulation, is the option of the local board of education.

Language Arts
Foreign Languages
Science
Mathematics
Social Studies
Music
Art
(etc., text to be added is underlined.)

(4) The ISBE should update, extend and refine the Illinois Plan for Foreign Language and International studies, 1980-85, with emphasis on the implementation of its key provisions and recommendations.

(5) The ISBE should ensure that implementation of the Learner Goal on Foreign Languages and International Studies--recommendation (2)(b) above--includes:

(a) an uninterrupted sequence of foreign language studies, beginning not later than fifth grade and continuing through the last year of high school, for all students;

(b) periodic proficiency assessment, at the end of the 6th, 8th, 10th, and 12th grades, demonstrating student attainment of a defined level of foreign language proficiency at each stage; and

(c) a plan for phase-in, staff development, and dissemination of proficiency assessment techniques to local school districts.

(6) The ISBE should collaborate with the IBHE, through the Joint Educaton Committee, in

(a) reviewing and revising university admission requirements, with emphasis on foreign language and international studies; and

(b) developing incentives for internationalizing institutional curricula at the postsecondary level, and coordinating these curricular changes with appropriate changes in curriculum at the secondary level (e.g, global implications of subject matter in all disciplines/subjects).

The ISBE should join efforts with the IBHE to recommend legislation to be introduced during the next session of the Illinois General Assembly for the following purposes:

(1) to authorize and appropriate a special $100 per pupil payment to local school districts for newly enrolled foreign language students (5th and 9th grades), and for those students retained after two years (7th and 11th grades).

(2) to authorize and appropriate a special $100 per student payment to colleges and universities for newly enrolled foreign language students (freshmen), and for those retained after two years (juniors).

(3) to authorize and appropriate priority and special funding for significant academic activities involving foreign languages (e.g., the Language Learning Laboratory and INTSOY at the University of Illinois, student exchange programs, student internships abroad).

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NOTE: References are indicated in the text by the first number. The second number indicates page. For example, (16/20) is John Naisbitt, Megatrends, page 20. A single number, e.g. (5), refers to a source document having no pagination.